



2015

# City of Banks, Oregon Presentation & Public Outreach Workshop

PROJECT SUMMARY AND RECOMMENDATIONS FOR PARKING MANAGEMENT

FINAL REPORT  
July 29, 2015



**RIK WILLIAMS CONSULTING**  
Parking & Transportation

This project is partially funded by the Transportation and Growth Management (TGM) Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. This TGM project is financed, in part, by federal Moving Ahead for Progress in the 21<sup>st</sup> Century (MAP-21), local government, and the State of Oregon funds.

The contents of this document do not necessarily reflect views or policies of the State of Oregon.

TGM supports community efforts to expand transportation choices for people. Linking land use and transportation planning, TGM works in partnership with local governments to create vibrant, livable places in which people can walk, bike, take transit or drive where they want to go.

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ATTACHEMENT A: MODEL SHARED USE AGREEMENT

## **DOWNTOWN BANKS: SUMMARIZING BETTER PARKING MANAGEMENT**

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With support from the Oregon Transportation and Growth Management Program (TGM), Rick Williams Consulting was retained to examine parking management issues for the City of Banks. The objective of the project is to provide information and ideas that the City can implement to address parking challenges and promote an economically vibrant and attractive downtown. The project goals were to:



- Gather information on and insights into the downtown parking environment in Banks;
- Receive input from stakeholders – through interviews and group discussion -- on information, ideas, issues and factors that lead to high public participation and support of a successful project;
- Hold a public outreach workshop on parking management; and
- Help the community take advantage of opportunities and innovative parking management concepts that would strengthen Banks’ downtown and adjoining areas.

### **A. BACKGROUND**

Current planning efforts and potential development changes are likely to have impacts on Banks’ downtown. The role that automobile parking plays in supporting broader community goals for development, growth, vitality and alternative modes of access and mobility needs to be pursued strategically.

For instance, the City of Banks’ current process to develop the Bicycle and Pedestrian Master Plan (“BPP”) will plan for a convenient and comfortable active (non-automobile based) transportation system for local trips within the community and tie in with regional trail systems. The intent of the BPP is to provide a bicycle and pedestrian system that is accessible for all types of users, regardless of age or ability. The creation of a BPP will help to ensure that the community is designed so people can stroll, shop and bike in a safe and friendly environment. Improvement of the bike and pedestrian system will aid the City in enhancing its livability with distinctive, memorable streets and pathways.<sup>1</sup>



Parking management recommendations should be supportive of, and informed by, the City of Banks 2014 Main Street Revitalization plan. This plan provides recommendations that will contribute to a

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<sup>1</sup> See: Kittelson & Associates, Inc., *Technical Memorandum #1, City of Banks Bicycle and Pedestrian Master Plan: Project Goals, Objectives and Evaluation Criteria* (February 6, 2015).

more vital and viable Main Street. The plan provides key recommendations for land use, transportation, building and public space design, beautification, economic development and parking.<sup>2</sup>

This report summarizes the parking management element carried out for Banks pursuant to the TGM agreement and provides a basis for future community discussions regarding parking management initiatives and strategies available to enhance the downtown parking system and experience. The information and recommendations outlined in this report are intended to support and complement broader transportation and economic development efforts identified in the BPP and downtown revitalization plan.

## **B. FORMAT OF INFORMATION – GETTING TO SOLUTIONS**

This project has allowed the City and stakeholders to take a fresh look at the parking situation in Banks downtown with a view to identifying phased strategies that, if implemented, would improve the quality and ease of parking access in the downtown. The report can also address challenges and barriers identified by stakeholders (informed by a thorough on-the-ground assessment), enhance communications and public understanding of parking, and prepare the City to strategically address current parking conditions and changes in parking demand over time.

This memorandum summarizes:

- Existing parking conditions.
- A summary of parking challenges and barriers identified in stakeholder discussions.
- Recommendations for near-, mid- and long-term solutions.

## **C. SUMMARY OF VISUAL GROUND ASSESSMENT**

The Consultant team conducted a visual ground assessment -- a qualitative evaluation of parking use in the downtown. The assessment involved two consultant “surveyors” who physically traversed the entire downtown and assessed parking occupancies by block face (for on and off-street parking assets). The assessment was conducted over two days (Saturday, May 9, and Tuesday, May 19, 2015) to provide a comparative look at a typical day (Tuesday) and a “peak” day (Saturday) when volumes are at their highest. Visual observations from the ground assessments aided the consultant in formulating a working understanding of both use and format of parking in downtown Banks. These consultant observations were also compared to input derived from stakeholders (Section D below). Much of what the consultants observed validated stakeholder “perceptions and realities.” This provided the foundation for development of parking management solutions recommended herein.

In summary, the ground assessment led the consultant team to conclude that Banks’ downtown parking system has significant capacity to absorb additional demand. The key strategy to implement in the near

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<sup>2</sup> See: MIG Inc., *Banks Main Street Revitalization* (January 9, 2014)

term will be improving the appearance of parking, improving signage and directions to parking, and engaging the City and business community in actively managing parking as a community resource.

#### **D. SUMMARY OF CHALLENGES AND BARRIERS**

The consultant team gathered information about Banks' parking system in a number of meetings, physical ground assessments of the supply, and a public forum. This process allowed the team to receive input on recent downtown history, perceived challenges and opportunities related to parking, and ideas and solutions. Input from meetings with stakeholders has been used to create a list of key parking issues outlined below as "challenges and barriers".

On May 19, 2015 the consultant team conducted five meetings. These meetings were scheduled by Jolynn Becker (City Manager) with key downtown stakeholders and were held throughout the day.<sup>3</sup> Meeting participants included:

Meeting 1: Todd Hanlon (Washington County Sheriff)

Meeting 2: Jolynn Becker (City Manager) and Stacey Goldstein (Siegel Planning Services, LLC)

Meeting 3: Bob Huston, Superintendent of Schools and Jolynn Becker

Meeting 4: Lisa Pelletier (Trailhead Café) and Jolynn Becker

Meeting 5: Michael Nelson (City Council), Rachel Nelson (Planning Commission), Justin Parker (State Parks) and Kelly Lausten (Kittelson & Associates)

Another key stakeholder forum was the Public Workshop held on June 24, 2015. Eighteen community stakeholders, representing business and general citizenry, attended. Mayor Pete Edison and City Council member Michael Nelson were also in attendance. The workshop provided an opportunity for the public to discuss specific parking issues and to offer suggestions for improving the parking environment downtown.<sup>4</sup>

The interviews and workshop provided participants:

- The opportunity to hear from their peers in the community and identify widely shared problems related to downtown's parking challenges.
- A forum to comment and advise on potential solutions for the consultants and City to consider, particularly solutions that can be advanced because stakeholders agree on the need for change.
- Time to learn about "parking best practices," with the consultants sharing information on how other successful downtowns (of Banks' size and character) -- and how the "parking industry" -- would approach challenges identified by staff, stakeholders and the consultants.

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<sup>3</sup> Special thanks to Jolynn Becker for scheduling and coordinating the interview schedule for the consultant team. Also additional thanks for providing a very thorough tour of Banks.

<sup>4</sup> A copy of the workshop presentation is available from the City of Banks in pdf and/or PowerPoint format.

Information derived from these forums led to development of a consensus list of “stakeholder issues.” This list identifies challenges and barriers that local parking strategies must address. As solutions are developed (see Section F below) they should relate directly to these issues. In other words, solutions should not be random or “off-the-shelf,” but directly relevant to the unique parking issues in downtown Banks.

Based on field observations and input from stakeholders in interviews and at the workshop, the consultant team identified the following key challenges and barriers facing Banks’ downtown:

**1. *The appearance of Banks’ parking system can be improved***

Surface parking lots can, and often do, affect a downtown’s overall image as well as visitors’ first impression. When parking lots dominate the environment and are poorly designed or maintained, they undercut efforts to make downtown a lively, vibrant, attractive area. The absence of parking buffers, landscaping, lighting and screening also detracts from the downtown’s visual appeal. Stakeholders noted that the parking



system needs a fresh set of eyes to ensure that the appearance of parking lots supports the City’s desire to present an attractive “front door.” Work needs to be done to address the overall image – the presentation – of parking in Banks. Stakeholders agreed that the City and private sector should work together to implement simple but effective strategies (e.g., landscaping and signage) to improve the overall appearance of parking in downtown.

**2. *There is a lot of parking in Banks, if it were seen as a shared resource.***

Although there appears to be a lot of parking – especially off-street parking -- in the downtown on a typical day, this asset is not being efficiently used to meet the parking demand or to support the general vitality of the downtown, its businesses and customers. Most of the parking is in private ownership/control and may only be used by specific businesses or institutions. Signs discourage the sharing of parking, even when spaces sit empty and are underused. In many cases the signage communicates a negative message to potential customers. This leads to parking that is *empty* but not *available*, a situation that frustrates potential customers while causing stores to lose business. Engaging in peer-to-peer discussions of how to maximize use of existing parking assets through well-managed, shared use could provide better access to downtown stores by opening up existing, but underused, parking spaces. To the highest degree possible, existing parking planning in Banks should approach parking as a community resource.



**3. *Additional data on usage would be helpful to support decision-making, planning and management of the parking supply.***

The consultant team conducted a visual, *qualitative* assessment of the downtown parking supply. This assessment was thorough (covering two days), but still lacked *quantitative* data on how the parking system operates/performs over time (i.e., daily and seasonally). Developing a plan to routinely collect data on system performance will greatly benefit the City and stakeholders in the future. Such data can help to separate the myths of parking from the realities of parking. This, in turn, would facilitate better informed decision-making and the implementation of parking plans and strategies.

**4. *Connections need to be made between parking and the downtown – connections that can draw customers to downtown businesses (parking/walking, bikes and gateway signage).***

A key challenge described by stakeholders is a lack of connectivity between the north and south ends of downtown. The downtown core is not benefitting from events that take place on the south end of downtown or from the high volume of bicyclists and walkers using the trailhead on weekends throughout the year.

It is unclear how the parking system works, for whom parking is prioritized (by location and area), and why good parking management is important to the long-term health and vitality of the downtown. Parking should be used to provide better access for all users to the downtown and surrounding areas. There should be multiple locations throughout the downtown where customers/users could “park once,” then easily walk or bike to primary and secondary destinations. Connecting this system with gateway signage at either end of the downtown and visual cues (parking signage/branding/bike facilities) will make it easier for residents and visitors to patronize Banks’ downtown businesses.

**5. *Use parking striping (on-street) to designate available stalls and to slow traffic.***

Several stakeholders noted that traffic can move rapidly through downtown on Main Street creating: (a) concerns for pedestrian safety; and (b) speeds that are not conducive to street level businesses. Lack of visible on-street parking tends to make Main Street seem wider than it actually is. Adding stall striping on the street would clearly designate the availability of parking and “narrow” the visual perception of the roadway, encouraging slower speeds.

**6. *Bikes can be better served all along Main Street***

All stakeholders clearly recognized the potential customer traffic that bicyclists represent for the downtown. The extremely high volume of visitors using the Banks-Vernonia Trail for biking and walking represents a significant opportunity for downtown businesses. Currently, downtown lacks a system of bike parking that extends from the Trailhead to Sunset Park. In other words,

the absence of bike parking discourages bicyclists from visiting the downtown and other stops along the way between ends of the downtown. Stakeholders agreed that this challenge can be addressed by providing a combination of bikeways and bike racks (on sidewalk, on private property and in roadway bike corrals).

**7. *Changes will require partnership and partner building***

While many support more vigorous parking management, there is not yet a system in place that is founded on a clear set of parking principles, with strategic targets, desired outcomes, and a system of communications. To be successful there needs to be a consensus plan of action, guided and overseen through an on-going partnership between the City and affected stakeholders.

**8. *Provide better parking signs***

The city would benefit from signage that better communicates useful information and clear directions for customers and businesses.

**E. PARKING MANAGEMENT: RECOMMENDED SOLUTIONS**

The parking management solutions outlined below are intended to support recommendations that grew out of discussions between the City, its downtown partners, and the consulting team about policies and actions necessary to address Banks' parking challenges.

The strategies are laid out in a certain sequence as they should follow a logical progression when implemented. Each action should provide a foundation for subsequent actions.

Actions are grouped into specific phases. These range from near- to long-term. Overall, the implementation schedule is flexible and the order of projects could be changed as opportunities and resources are identified and/or become available. It should be noted that all strategies described will require a level of support, coordination, commitment and resource identification that goes well beyond what is currently in place. Where possible, cost estimates are provided, but only within the framework of planning. Final costs would require additional evaluation, scoping and estimating.

**STEP 1: Establish Guiding Principles for Parking**

Moving forward, discussion of the “who, how and what” of implementation will be essential to bring the partners (City and community) to a point where initiation of the plan is triggered.

**TIMELINE: Near-term (0 – 12 months)**

Within this framework the Consultant team recommends the following Guiding Principles for managing parking downtown:

- Strive for a uniform appearance standard for parking (on and off-street). This includes signage, striping, and landscaping.
- “Brand” all signage associated with public parking, i.e., create a name, symbol, or design that clearly identifies all public parking.”
- Use the 85% Rule to facilitate decision-making.<sup>5</sup>
- Include bike parking and access as a key strategy.
- Expand shared use partnerships whenever possible and treat parking as a community resource.
- Provide a forum for on-going community involvement in parking discussions for property owners and businesses.
- Treat parking management as a partnership between the City and the business community, recognizing the key role that each partner plays in making the system efficient and communicating its purpose, priorities and value to the downtown.
- Highlight the health benefits of biking and walking between primary and secondary destinations within the downtown as a means to connect the downtown and leverage visitor trips to the benefit of the entire downtown.<sup>6</sup>

These basic principles should always be considered as strategies and programs to manage parking are designed and implemented.

#### Estimated Costs (STEP 1)

There should be no additional costs associated with this recommendation other than normal staff costs associated with moving this plan to City Council endorsement or approval.

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<sup>5</sup> The “85% Rule” is an operating principle and industry based management tool for coordinating a parking supply. When occupancies routinely reach 85% in the peak hour, more *intensive and aggressive* parking management strategies are called for to help patrons find available parking. The “85% Rule” standard will facilitate Banks’ ability to make reasonable and effective decisions regarding time stays, enforcement and other decisions related to capacity management.

<sup>6</sup> Increasingly, public health officials are advocating “active transportation” (e.g., walking and bicycling) for health reasons. Many doctors recommend that everyone take at least 10,000 steps a day to help avoid such health problems as diabetes and heart disease.

**STEP 2:     *Establish a Downtown Parking Work Group as a forum for addressing parking solutions in the downtown.***

Downtown needs a parking action plan and on-going oversight of parking management efforts and strategy implementation. To this end, the City should develop a process through which a representative cross-section of downtown interests *routinely* assists in the review and implementation of the Parking Management Plan.



**TIMELINE: Near-term (0 – 12 months)**

In the near term, the City should partner with the Chamber of Commerce to form downtown Parking Work Group. The new Parking Work Group can use the recommendations outlined in this plan as a basis for action, discussion, stakeholder communications and progress tracking. Over the next 12 months, the Work Group would:

- Schedule work group meetings routinely to advocate, shepherd, track and communicate the plan.
- Establish a draft parking “brand.”

**TIMELINE: Mid-term (12 - 24 months)**

- Coordinate data collection efforts.
- Assess Plan progress.
- Provide input to City Council.
- Coordinate communications with the broader downtown business community.
- Determine and implement actions.

**TIMELINE: Long-term (24 – 36+ months)**

Over time, the work group could evolve into a formal advisory committee to City Council on downtown parking issues and meet on a more frequent (i.e., monthly) schedule.

*Estimated Costs (STEP 2)*

There should be no additional costs associated with this recommendation if it can be initiated as a volunteer effort, hosted by the City and/or in partnership with downtown business interests.

**STEP 3: Make on-street parking more user-friendly. Parking downtown is not “intuitive” or orderly.**

Very few on-street parking spaces in the downtown are striped. The consultant team believes striping is effective because it helps the customer identify a parking stall. This, in turn, creates a sense of order and convenience. Effective striping will communicate “you can park here,” reduce incidents of damage to vehicles, and facilitate compliance. These factors directly address the challenges/barriers identified by stakeholders concerning the need for more structure and consistency in the system, user-friendliness, and clear expectations. The consultant team also believes stall striping will contribute to “traffic calming” by visually narrowing the roadway, supporting current efforts by the County Sheriff to slow traffic with speed limit and radar signage.

**TIMELINE: Near-term (0 – 12 months)**

It is recommended that the City:

- Assure all commercial block faces that allow parking in the downtown are consistently striped. This should be completed as soon as financially feasible.
- Minimize painting curbs (e.g., yellow curbs) and maintain the curbs that must be painted (i.e., for safety reasons).

**TIMELINE: Mid to Long-term (12 – 36+ months)**

- Add curb space as appropriate and feasible in areas where on-street parking can be improved or added (e.g., Market/Commerce).

Estimated Costs (Step 3)

We do not have an estimate of the number of potential on-street parking stalls in commercial areas within the downtown. In a previous study conducted for the City of Prineville, Oregon, the City estimated that it spends \$145 per block to stripe the type of parallel parking illustrated in the graphic on the right side of this page. Using this estimate, a budget of \$5,000 annually for on-street stripe upgrades and maintenance would accommodate nearly 35 City blocks. This budget is likely to be lower as routine maintenance is implemented over time.



**Example: Stall Striping**

**STEP 4: Add bike parking at strategic locations to create connections between parking and the downtown to draw customers to downtown businesses.**

When we talk about parking management, we're not just talking about cars. Communities throughout Oregon support bicycling as a key sustainable transportation strategy, and the Oregon Transportation Planning Rule requires it for new developments. Banks has the benefit of thousands of annual visitors with bikes who use the Banks-Vernonia Trail. This amenity distinguishes Banks as a premier biking/walking destination. Banks can become a City that encourages a "park once" philosophy where people park their vehicles then bike or walk to shop, dine and recreate in Banks. Providing adequate bicycle parking can also expand the capacity of the overall parking supply.



**Example: Bike Sharrow Treatment**

**TIMELINE: Near-term (0 – 12 months)**

- Begin to identify on-street and off-street locations for bike racks (sidewalk), bike boxes (off-street) and bike corrals (on-street). This could likely be added as an element of a larger downtown parking inventory (discussed in Step 5 below).



**Example: Bike Corral Ashland, OR**

**TIMELINE: Mid-term (12 – 24 months)**

- Add high visibility bike parking throughout downtown to encourage the trailhead crowd to stop and shop across both ends of downtown (especially Main Street). This would be a combination of on-sidewalk bike racks and strategic location of in lane bike corrals. Consider using "bike art" for the bike racks (see above image) not only to accommodate cyclists but also to enliven the streetscape.



**Example: Art Rack Baker City, OR**

**TIMELINE: Long-term (24 - 36+ months)**

In coordination with the Banks Bicycle and Pedestrian Plan, explore the use of bike sharrows in bike/car conflict areas, particularly where low speed limits are in place. Sharrows are "bicycle use" road markings that are installed where complete bike lanes cannot be installed for various reasons, including (see photo above right):

- Not enough cyclists to justify bike lanes.
- Too expensive to install bike lanes.
- Use of bike lanes would require loss of parking.
- Use of bike lanes would require road widening.

Estimated Costs (STEP 4)

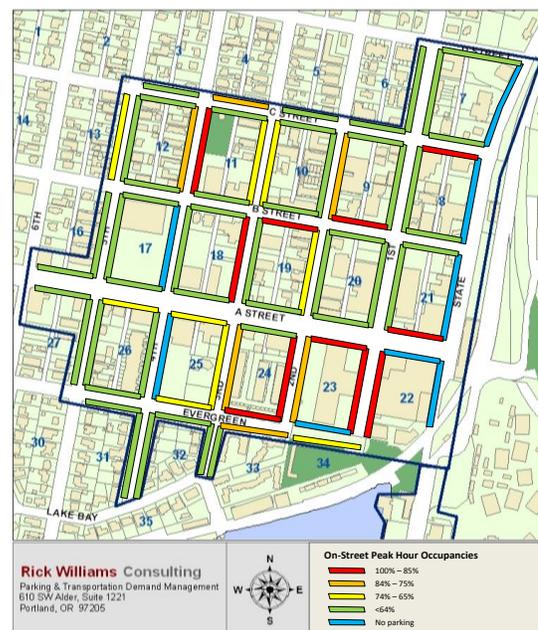
The cost of an inventory of potential bike parking locations could be incorporated into the data collection portion Step 5 below. Site identification could also be done through volunteer efforts and by working with downtown stakeholders and bike advocates. In this manner costs are likely minimal.

Estimated costs for actual bike infrastructure area as follows (unit costs):

- Staple or U racks: \$150 - \$200
- Wall Mounted racks: \$130 - \$150
- Bike Corral \$1,200<sup>7</sup>
- Art Rack variable based on design

**STEP 5:** *Initiate a data collection effort to better assess performance of the downtown parking supply. On-going data will inform decisions moving forward and facilitate shared use conversations.*

A system for data collection will need to be established. To date, a base level statistical analysis of parking in downtown Banks has not occurred. The need for objective, up-to-date data would help the City and local stakeholders make better informed decisions as the downtown grows and redevelops. The system does not need to be elaborate, but it should be consistent and routine (e.g., semi-annually). Parking information can be collected in samples and other measures of success (once developed and approved) can be gathered through either third party data collection and/or volunteer processes. A methodology for how to conduct parking inventory and data analyses is provided in the Oregon Transportation and Growth Managements, *Parking Made Easy: A Guide to Managing Parking in Your Community*, most specifically Chapter 7. The guide can be found at



<sup>7</sup> Based on City of Portland cost estimate for 6 staple racks (12 bike parking spaces), striping, bollards and installation.

[www.oregon.gov/LCD/TGM/docs/parkingprimerfinal71213.pdf](http://www.oregon.gov/LCD/TGM/docs/parkingprimerfinal71213.pdf). Data derived from these efforts can be used by the City and the Parking Work Group to inform decisions, track use and assess success measures.

**TIMELINE: Near-term (0 – 12 months)**

It is recommended that the City:

- Initiate and complete a baseline parking inventory of all on and off-street parking within the downtown. An inventory would catalogue the number of parking stalls on each block face by type of stall (e.g., No Limit Parking, Loading Zone, Handicap, etc.) and all off-street lots with their built/striped stall totals. The goal would be to complete the inventory within the next 12 months.

**TIMELINE: Mid-term (12 – 24 months)**

- Once a parking inventory is completed, conduct occupancy surveys of off-street facilities. Consider sampling key lots to minimize data collection costs and also consider seasonal surveys to measure use throughout the year.
- Conduct occupancy and turnover surveys for the on-street parking system. As with the off-street occupancy survey, consider sampling key on-street areas to minimize data collection costs and also consider seasonal surveys to measure use throughout the year.
- Mid-term recommendations should be completed within 12 months of finalizing the parking inventory.

**TIMELINE: Long-term (24 -36+ months)**

- Updated inventory and occupancy analyses should be conducted no less than every 24 months.

*Estimated Costs (STEP 5)*

It is estimated that a data inventory and occupancy/utilization study would range from \$10,000 - \$15,000 if conducted by a third part consultant. Costs would be minimized in the subsequent surveys given that the inventory/database would be built and through sampling and possible use of volunteers to collect data.

**STEP 6: Improve the appearance and quality of surface parking in the downtown. There is a need to improve the presentation of parking, for it can enhance, or detract from, the city's "front door."**

There are numerous surface parking facilities within the downtown. Improving their appearance would enhance the downtown's image and vitality. There do not appear to be standards for paving, lighting, buffering and/or signage and connectivity for pedestrians. These problems are further exacerbated by negative messages regarding access to parking. Many signs say who is *not allowed* to park, rather than offering positive information that welcomes and directs customers and visitors to the "right spot."

**Inexpensive but very functional landscaping**



**TIMELINE: Near-term (0 – 12 months)**

It will be important for the City and the Parking Work Group to recognize that surface lots and their quality can affect downtown's image. In the first year, efforts should be made to:

- Implement simple and low cost improvements to existing lots. These can include simple landscape improvements or the use of planters and screen (see example above right). This can likely be accomplished through voluntary efforts and/or small incentives.
- Reduce/eliminate the number of "no parking" or "tow away" signs to improve messaging for the downtown.

**TIMELINE: Mid to Long-term (12 – 36+ months)**

- Explore/develop incentives to upgrade poor quality existing lots (urban renewal initiative, grants, public/private partnerships, etc.).

*Estimated Cost (STEP 6):*

Costs associated with this strategy need to be further refined based on investments the City could make through public/private partnerships and existing resources. Broader discussions of opportunities that could be made available to private properties need to occur and involve City staff, City Council and the downtown business community.

**STEP 7: Identify and establish a “model” public lot. Set the standard for parking lot design and presentation.**

Given the variety of off-street facilities in the downtown, the creation of a “model” public visitor lot that sets a higher standard for appearance, format and design would establish a clearly communicated central location for visitor parking. The lot should be strategically located to the downtown core area and be “branded” in such a way as to clearly communicate its purpose to visitor users. Given the small size of the supply, it is recommended that a simple stylized P be developed as the brand. The color scheme for the “P” would be coordinated with colors associated with the City of Banks. This logo/brand could be incorporated into downtown marketing efforts and a future gateway signage project (see STEP 10). Several examples are provided below.



*Presentation: Springfield*



*Opportunity site: Banks*



A model lot would serve as a new standard for parking in Banks that the City could showcase to encourage existing lot owners to upgrade and/or set the tone for new parking developed in the future.

**TIMELINE: Near-term (0 – 12 months)**

- Pursue a shared use agreement with owners of the Library/Church lot.
- Negotiate public access shared use agreement.
- Develop a lot upgrade/improvement plan.

**TIMELINE: Mid to Long-term (12 – 36+ months)**

- Develop a “brand” that can be used at the lot and possibly incorporated into future parking efforts.
- Initiate/complete lot upgrade.
- Deploy roadway signage to direct traffic to the lot.

### Estimated Costs (STEP 7)

Not enough is known at this time by the consultant relative to ownership, land costs, availability and/or other factors to estimate costs at this time.

**STEP 8: Create distinct public parking areas to distribute users through the downtown (use a simple “brand” to unify from Steps 2 and 7). Develop an off-street parking system.**

As several stakeholders mentioned during interviews, there is a lot of parking in Banks if it were seen as a shared resource. At this time there are few “public” lots that are dispersed through the downtown that could serve as “park once” points of access, which allow visitors to park in one area of the downtown and then have convenient access to adjacent business and activities. According to the parking industry, the average visitor will walk 750 – 800 feet and feel conveniently served by parking. Linking points of access spatially and with great sidewalks, business activity, bike facilities and lighting strengthens this connectivity.

The consultant team conducted a high-level assessment of parking access points in the downtown and found that there are access gaps in the downtown. These are illustrated in **Figure A** (page 16) using “walk isocrons,” 750 foot circles that illustrate areas where publicly located parking could be established to facilitate access convenience. Though the isocrons in the Figure are related to auto parking, the same system could be used to locate bike amenities as well as amenities on sidewalks (e.g., benches to sit, wayfinding signage, etc.). The overall approach is to enhance opportunities to “park once” and visit the entire downtown, versus single trip purposes.

### **TIMELINE: Near-term (0 – 12 months)**

- Evaluate “control” of the Railroad lot. It would be ideal if the City could control this lot and work to upgrade its appearance and signage.
- Evaluate opportunities at Market/Commerce. Conversations with staff indicated potential opportunities to create public parking in this location.
- Identify additional off-street opportunities in middle areas of downtown.

### **TIMELINE: Mid to Long-term (12 – 36+ months)**

- Implement identified lot opportunities.
- Deploy roadway signage to direct traffic to the lot.

### Estimated Costs (STEP 8)

Not enough is known at this time by the consultant relative to ownership, land costs, availability and/or other factors to estimate costs at this time.

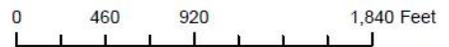
**Figure A**  
**Identifying/Locating Points of Access**



**RICK WILLIAMS CONSULTING**  
 Parking & Transportation

- 750 ft walking isochron
- 750 ft w/out public parking resource
- Off-Street Public Lots

**Downtown Parking Assessment**  
 Banks, Oregon



**STEP 9: *Negotiate shared use and/or lease agreements with owners of strategically placed existing private surface lots in the downtown to provide for an interim public supply of parking. Begin focus on facilities identified as having surplus parking in Step 5 and fit locational needs identified in Step 8.***

At present, most of the downtown parking inventory is in private control. Capturing underused parking to benefit downtown will then require a private solution. This can be accomplished through a “peer-to-peer” dialogue that takes place through a standing Parking Work Group as described in STEP 2.

All downtown partners will need to invest in the solution, which in the beginning would be targeted at better integrating and maximizing existing unused parking on private lots. The City of Banks should also play a role in the partnership but cannot likely provide many significant supply solutions within the parking it controls (on-street parking) or lead a shared use effort. Most successful programs in other cities (e.g., Gresham, McMinnville, and Portland) have been initiated and negotiated through business-to-business outreach within a business partnership (e.g., Chamber of Commerce or downtown business association).

The 2015 visual ground assessment noted that a significant number of parking spaces in privately-owned lots sit unused during much of the time.<sup>8</sup> These lots generally lack signage or have signage that is inconsistent and confusing to customers and visitors. The ability of the City to “capture” as many privately owned stalls as are available for more active management will provide a relatively low-cost, mid-term strategy for handling parking shortages during high-demand periods.

Shared use parking arrangements are generally unique to each site. Time of day/day-of week requirements, financial terms (if applicable), signage/access restrictions and maintenance and operations standards vary within each agreement. In some cases (e.g. Gresham, Oregon) the owner of the property “donates” surplus stalls to the City on a month-to-month basis in return for assistance with signage and landscape/maintenance costs. Other cities (e.g., Kirkland, Washington) program funds in their parking budgets to lease surplus stalls from the private sector. These stalls are then signed and operated through the City’s overall parking program (including marketing and communications).

Key elements of generally used shared parking agreements include:

- Specific space commitment (number of spaces).
- Specific uses allowed (for instance: use by customers and/or employees/residents).
- Specific time frame that spaces can be used (hours of the day, days of the week).
- Specific terms related to when vehicles cannot use space (this is of particular importance to residential uses of commercial space).

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<sup>8</sup> This would need to be validated in Step 5.

- Considerations (monetary and/or other considerations paid for the use of the spaces), including billing and collections (who pays and how money is collected and delinquencies handled).
- Considerations (upgrades to the facility and responsibility for providing such).
- Signage, etc. (who's responsible for making/designing the signs; how to communicate availability to authorized users?).
- Cleanliness/janitorial (who's responsible for maintaining the lots and signs and schedules).
- Term of agreement (for a specific term).
- What happens when shared parking agreement expires (renewable, cancelable, requirement to find replacement parking to meet code requirements, etc.)?
- Enforcement mechanism (how to insure spaces are available and that spaces are being used for agreed-to purpose).

*A sample shared use agreement developed by Portland Metro is provided as **Attachment A** of this report.*

The City's primary role will be to: (1) work with the Parking Work Group to communicate the availability of parking; (2) deliver on-street parking management as outlined in this Plan (e.g., on-street parking controls, signage and enforcement as appropriate); and, (3) identify the real and perceived barriers that prevent patrons/employees/residents of the downtown from utilizing available supply. From this position the City can work with the Parking Work Group to bring the "peer-to-peer" partners together and act as a resource (possibly financial) for developing strategies to remove barriers that limit full use of existing parking supplies.

**TIMELINE: Near-term (0 – 12 months)**

- Review and evaluate findings in Steps 5 and 8 as a means to identify "targeted" shared use opportunity lots.
- Evaluate potential incentives to lot owners that could assist in negotiating shared use agreements (e.g., signage, lot improvements such as lighting, paving, landscape/buffering, etc.)

**TIMELINE: Mid-term (12 – 24 months)**

- Facilitate information dissemination to potentially affected private parties and link parties to the Parking Work Group.
- Engage property owners in shared use negotiations.

**TIMELINE: Long-term (24 -36+ months)**

- Finalize shared-use agreements and begin a process to integrate shared facilities into coordinated brand.

Estimated Costs (STEP 9)

It is estimated that costs associated with this strategy would be minimal, mostly expended in efforts to identify lot capacities (Step 5) and negotiating agreements (that could be “peer-to-peer” and facilitated through the Downtown Parking Work Group). Incentives to participate could be developed through the downtown’s economic development/redevelopment programs. The “financial value” of such incentives will need to be explored further.

**STEP 10: Create North/South gateway communication system that is replicated throughout downtown. Implement 2014 Main Street Revitalization Plan recommendation.**

The 2014 Banks Main Street Revitalization Plan calls for development of a comprehensive signage program. This would begin with gateway signage located at the north and south ends of downtown and integrated into a system of identity, wayfinding and interpretive/educational signage based on consistent design format common to all signage types. The consulting team endorses this plan action goal and recommends that the parking “brand” be incorporated into the gateway element of the Main Street plan concept.



**Example: Gateway Signage, Sisters, OR.  
NOTE: Parking icon in signage package**

**TIMELINE: Near to mid-term (0 – 24 months)**

- Research and design.

**TIMELINE: Long-term (24 - 36+ months)**

- Implement and coordinate with sites identified and “procured” in Steps 7 and 8.

Estimated Costs (STEP 10)

Not enough is known at this time by the consultant relative to the overall cost of a downtown gateway signage program or the timeline for implementation of the Main Street Revitalization Plan.

**STEP 11: *Establish a business-to-business outreach and communications effort to downtown businesses on parking issues and planning.***

This strategy is most likely an addendum to Strategy 2, which uses the Downtown Parking Work Group as a source for targeted and strategic communications related to parking to downtown businesses, employees and the broader community. However, it is placed here as Step 11 because good outreach and communications are most successful when key plan elements are formalized and packaged in clear, focused and concise terms.

Based on the premise that “if they won’t come to us, we will go to them,” a program of visits to downtown businesses, with informational materials and “open ears” would be employed. This could be accommodated within a combination of existing staffs (City/Chamber) and/or Work Group volunteers routinely visiting downtown businesses. Information derived from such visits would be catalogued and reported back to the Work Group. Similar programs are in place in other cities, which include Gresham (“Customer First”) and Oregon City (through the Oregon City Main Street Partnership).

**TIMELINE: Near to mid-term (0 – 24 months)**

- Support outreach efforts of a Downtown Parking Work Group.
- Assign City staff to participate in and support the Work Group in these efforts.

**TIMELINE: Long-term (24 – 36+ months)**

- On-going outreach and communications with downtown stakeholders supported by sound data and targeted outcomes.

*Estimated Costs (STEP 11)*

Key costs for outreach include materials development (e.g., brochures, flyers, etc.). It is estimated this could be adequately covered in the Banks downtown for approximately \$2,500 annually.

**OTHER STRATEGIES (36 months and beyond)**

Stakeholders mentioned possible development of new parking supply. While this could be very useful, it is the consultant’s opinion that given time and cost, this is not likely to occur within three years (unless significant other resources were identified). As such, we make note of the new supply issue here but do not attempt to provide cost estimates at this time.

## **F. SUMMARY STRATEGY MATRIX**

**Table 1** (page 22) summarizes the strategies recommended in **Section E**. This summary can be used as a concise outline of all recommendations and as a “checklist” of actions needing attention for a possible Downtown Parking Work Group.

## **G. SUMMARY**

Interviews, ground observations and conversation with stakeholders in the public work shop identified a number of parking issues that most agree adversely affect downtown from a visitor’s point of view and from the perspective of business success. These issues have been catalogued in this report and represent what the consultant team believes is consensus on challenges/barriers for parking and access in downtown Banks.

This memorandum has provided recommendations for parking management strategies (or solutions) that directly address the issues that stakeholders identified. Strategies are presented in an iterative fashion, suggesting that there is a logical order of implementation necessary to achieve desired results. Recommended strategies are also ordered from near to mid to long-term implementation, with estimated costs, where appropriate.

It is hoped that portions of this plan can be implemented as expediently as possible.

**Table 1  
Summary of Recommendations**

STEP	Near-Term (0-12 months)	Mid-term (12 – 24 months)	Long-Term (24 – 36+ months)	Estimated Cost
<b>1. Establish Guiding Principles for Parking</b>	X	X	X	No additional costs beyond staff time to adopt or endorse
<b>2. Establish a Downtown Parking Work Group as a forum for addressing parking solutions in the downtown.</b>	<ul style="list-style-type: none"> <li>Schedule work group meetings routinely to advocate, shepherd, track and communicate plan.</li> <li>Establish a draft parking “brand.”</li> </ul>	<ul style="list-style-type: none"> <li>Coordinate data collection efforts</li> <li>Assess Plan progress.</li> <li>Provide input to City Council.</li> <li>Coordinate communications with the broader downtown business community.</li> <li>Determine and implement actions.</li> </ul>	<ul style="list-style-type: none"> <li>Evolve into a formal advisory committee to City Council on downtown parking issues and meet on a more frequent (i.e., monthly) schedule.</li> </ul>	There should be no additional costs associated with this recommendation if it can be initiated as a volunteer effort, hosted by the City and/or in partnership with downtown business interests.
<b>3. Make on-street parking more user friendly. Parking downtown is not “intuitive” or orderly.</b>	<ul style="list-style-type: none"> <li>Assure all commercial block faces that allow parking in the downtown are consistently striped. This should be completed as soon as financially feasible.</li> <li>Minimize painting curbs (e.g., yellow curbs) and keep up the curbs that must be painted (i.e., for safety reasons).</li> </ul>	<ul style="list-style-type: none"> <li>Add curb space as appropriate and feasible in areas where on-street parking can be improved or added (e.g., Market/Commerce).</li> </ul>		A budget of \$5,000 annually for on-street stripe upgrades and maintenance would accommodate nearly 35 City blocks. This budget is likely to be lower as routine maintenance is implemented over time.
<b>4. Add bike parking at strategic locations to create connections between parking and the downtown to draw customers to downtown businesses.</b>	<ul style="list-style-type: none"> <li>Begin to identify on-street and off-street locations for bike racks (sidewalk), bike boxes (off-street) and bike corrals (on-street).</li> </ul>	<ul style="list-style-type: none"> <li>Add high visibility bike parking throughout downtown to encourage the trailhead crowd to stop and shop across both ends of downtown (especially Main Street).</li> </ul>	<ul style="list-style-type: none"> <li>Explore using bike sharrows in bike/car conflict areas, particularly where low speed limits are in place.</li> </ul>	<ul style="list-style-type: none"> <li>Staple or U racks: \$150 - \$200</li> <li>Wall Mounted racks: \$130 - \$150</li> <li>Bike Corral : \$1,200</li> <li>Art Rack variable based on design</li> </ul>

STEP	Near-Term (0-12 months)	Mid-term (12 – 24 months)	Long-Term (24 – 36+ months)	Estimated Cost
<p><b>5. Initiate a data collection effort to better assess performance of the downtown parking supply.</b></p>	<ul style="list-style-type: none"> <li>Initiate and complete a baseline parking inventory of all on and off-street parking within the downtown.</li> </ul>	<ul style="list-style-type: none"> <li>Conduct occupancy surveys of off-street facilities.</li> <li>Conduct occupancy and turnover surveys for the on-street parking system.</li> <li>Mid-term recommendations should be completed within 12 months of finalizing the parking inventory.</li> </ul>	<ul style="list-style-type: none"> <li>Updated inventory and occupancy analyses should be conducted no less than every 24 months.</li> </ul>	<p>A data inventory and occupancy/utilization study would range from \$10,000 - \$15,000 if conducted by a third part consultant.</p>
<p><b>6. Improve the appearance and quality of surface parking in the downtown. There is a need to improve the presentation of parking to enhance the city's "front door."</b></p>	<ul style="list-style-type: none"> <li>Implement simple and low cost improvements to existing lots. This can include simple landscape improvements using planters and screening elements</li> <li>Reduce/eliminate the number of "no parking" or "tow away" signs to improve messaging for the downtown.</li> </ul>	<ul style="list-style-type: none"> <li>Explore/develop incentives to upgrade poor quality existing lots (urban renewal initiative, grants, public/private partnerships, etc.).</li> </ul>		<p>Costs associated with this strategy need to be further refined based on investments the City could make through public/private partnerships and existing resources.</p>
<p><b>7. Identify and establish a "model" public lot. Set the standard for parking lot design and presentation.</b></p>	<ul style="list-style-type: none"> <li>Pursue a shared use agreement with owners of the Library/Church lot</li> <li>Negotiate public access shared use agreement</li> <li>Develop a lot upgrade / improvement plan.</li> </ul>	<ul style="list-style-type: none"> <li>Develop a "brand" that can be used at the lot and possibly incorporated into future parking efforts.</li> <li>Initiate/complete lot upgrade.</li> <li>Deploy roadway signage to direct traffic to the lot.</li> </ul>		<p>Not enough is known at this time relative to ownership, land costs, availability and/or other factors to estimate costs at this time.</p>

STEP	Near-Term (0-12 months)	Mid-term (12 – 24 months)	Long-Term (24 – 36+ months)	Estimated Cost
<p><b>8. Create distinct public parking areas to distribute users through the downtown (use a simple “brand” to unify from Steps 2 and 7).</b></p>	<ul style="list-style-type: none"> <li>● Evaluate “control” of the Railroad lot. It would be ideal if the City could control this lot and work to upgrade its appearance and signage.</li> <li>● Evaluate opportunities at Market/Commerce. Conversations with staff indicated potential opportunities to create public parking in this location.</li> <li>● Identify additional off-street opportunities in middle areas of downtown.</li> </ul>	<ul style="list-style-type: none"> <li>● Implement identified lot opportunities.</li> <li>● Deploy roadway signage to direct traffic to the lot.</li> </ul>		<p>Not enough is known at this time relative to ownership, land costs, availability and/or other factors to estimate costs at this time.</p>
<p><b>9. Negotiate shared use and/or lease agreements with owners of strategically placed existing private surface lots in the downtown to provide for an interim public supply of parking.</b></p>	<ul style="list-style-type: none"> <li>● Review and evaluate findings in Steps 5 and 8 as a means to identify “targeted” shared use opportunity lots.</li> <li>● Evaluate potential incentives to lot owners that could assist in negotiating shared use agreements (e.g., signage, lot improvements such as lighting, paving, landscape/buffering, etc.).</li> </ul>	<ul style="list-style-type: none"> <li>● Facilitate information dissemination to potentially affected private parties and link parties to the Parking Work Group.</li> <li>● Engage property owners in shared use negotiations.</li> </ul>	<ul style="list-style-type: none"> <li>● Finalize shared use agreements and begin process to integrate shared facilities into coordinated brand.</li> </ul>	<p>Costs associated with this strategy would be minimal, mostly expended in efforts to identify lot capacities (Step 5) and negotiating agreements (that could be “peer-to-peer” and facilitated through the Downtown Parking Work Group). Incentives to participate could be developed through the downtown’s economic development/redevelopment programs.</p>

STEP	Near-Term (0-12 months)	Mid-term (12 – 24 months)	Long-Term (24 – 36+ months)	Estimated Cost
<b>10. Create North/South gateway communication system that is replicated throughout downtown. Implement 2014 Main Street Revitalization Plan recommendation.</b>	<ul style="list-style-type: none"> <li>• Research and design</li> </ul>	<ul style="list-style-type: none"> <li>• Implement and coordinate with sites identified and “procured” in Steps 7 and 8.</li> </ul>		<p>Not enough is known at this time by the consultant relative to the overall cost of a downtown gateway signage program or the timeline for implementation of the Main Street Revitalization Plan.</p>
<b>11. Establish a business-to-business outreach and communications effort to downtown businesses on parking issues and planning.</b>	<ul style="list-style-type: none"> <li>• Support outreach efforts of a Downtown Parking Work Group</li> <li>• Assign City staff to participate in and support the Work Group in these efforts</li> </ul>	<ul style="list-style-type: none"> <li>• On-going outreach and communications with downtown stakeholders supported by sound data and targeted outcomes.</li> </ul>		<p>Key costs for outreach include materials development (e.g., brochures, flyers, etc.). It is estimated this could be adequately covered in the Banks downtown for approximately \$2,500 annually.</p>

**ATTACHMENT A**  
**MODEL SHARED USE AGREEMENT (METRO, PORTLAND OREGON)**

**Model - Shared Use Agreement for Parking Facilities**

**Effective:**\_\_\_\_\_

This Shared Use Agreement for Parking Facilities, entered into this \_\_\_\_ day of \_\_\_\_\_, \_\_\_\_\_, between \_\_\_\_\_, hereinafter called lessor and \_\_\_\_\_, hereinafter called lessee.

In consideration of the covenants herein, lessor agrees to share with lessee certain parking facilities, as is situated in the City of \_\_\_\_\_, County of \_\_\_\_\_ and State of \_\_\_\_\_, hereinafter called the facilities, described as:

[Include legal description of location and spaces to be shared here, and as shown on attachment 1.]

The facilities shall be shared commencing with the \_\_\_\_ day of \_\_\_\_\_, \_\_\_\_\_, and ending at 11:59 PM on the \_\_\_\_ day of \_\_\_\_\_, \_\_\_\_\_, for [insert negotiated compensation figures, as appropriate]. [The lessee agrees to pay at [insert payment address] to lessor by the \_\_\_\_ day of each month [or other payment arrangements].]

Lessor hereby represents that it holds legal title to the facilities

**The parties agree:**

**1. USE OF FACILITIES**

This section should describe the nature of the shared use (exclusive, joint sections, time(s) and day(s) of week of usage.

**-SAMPLE CLAUSE-**

*[Lessee shall have exclusive use of the facilities. The use shall only be between the hours of 5:30 PM Friday through 5:30 AM Monday and between the hours of 5:30 PM and 5:30 AM Monday through Thursday.]*

**2. MAINTENANCE**

This section should describe responsibility for aspects of maintenance of the facilities. This could include cleaning, striping, seal coating, asphalt repair and more.

**-SAMPLE CLAUSE-**

*[Lessor shall provide, as reasonably necessary asphalt repair work. Lessee and Lessor agree to share striping, seal coating and lot sweeping at a 50%/50% split based upon mutually accepted maintenance contracts with outside vendors. Lessor shall maintain lot and landscaping at or above the current condition, at no additional cost to the lessee.]*

**3. UTILITIES and TAXES**

This section should describe responsibility for utilities and taxes. This could include electrical, water, sewage, and more.

**-SAMPLE CLAUSE-**

*[Lessor shall pay all taxes and utilities associated with the facilities, including maintenance of existing facility lighting as directed by standard safety practices.]*

#### 4. SIGNAGE

This section should describe signage allowances and restrictions.

**-SAMPLE CLAUSE-**

*[Lessee may provide signage, meeting with the written approval of lessor, designating usage allowances.]*

#### 5. ENFORCEMENT

This section should describe any facility usage enforcement methods.

**-SAMPLE CLAUSE-**

*[Lessee may provide a surveillance officer(s) for parking safety and usage only for the period of its exclusive use. Lessee and lessor reserve the right to tow, at owners expense, vehicles improperly parked or abandoned. All towing shall be with the approval of the lessor.]*

#### 6. COOPERATION

This section should describe communication relationship.

**-SAMPLE CLAUSE-**

*[Lessor and lessee agree to cooperate to the best of their abilities to mutually use the facilities without disrupting the other party. The parties agree to meet on occasion to work out any problems that may arise to the shared use.]*

#### 7. INSURANCE

This section should describe insurance requirements for the facilities.

**-SAMPLE CLAUSE-**

*[At their own expense, lessor and lessee agree to maintain liability insurance for the facilities as is standard for their own business usage.]*

#### 8. INDEMNIFICATION

This section should describe indemnification as applicable and negotiated. This is a very technical section and legal counsel should be consulted for appropriate language to each and every agreement.

**-NO SAMPLE CLAUSE PROVIDED-**

#### 9. TERMINATION

This section should describe how to or if this agreement can be terminated and post termination responsibilities.

**-SAMPLE CLAUSE-**

*[If lessor transfers ownership, or if part of all of the facilities are condemned, or access to the facilities is changed or limited, lessee may, in its sole discretion terminate this agreement without further liability by giving Lessor not less than 60 days prior written notice. Upon termination of this agreement, Lessee agrees to remove all signage and repair damage due to excessive use or abuse. Lessor agrees to give lessee the right of first refusal on subsequent renewal of this agreement.]*

10. SUPPLEMENTAL COVENANTS

This section should contain any additional covenants, rights, responsibilities and/or agreements.

**-NO SAMPLE CLAUSE PROVIDED**

IN WITNESS WHEREOF, the parties have executed this Agreement as of the Effective Date Set forth at the outset hereof.

[Signature and notarization as appropriate to a legal document and as appropriate to recording process negotiated between parties.]